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Kane county (Ill.) educational
survey committee.

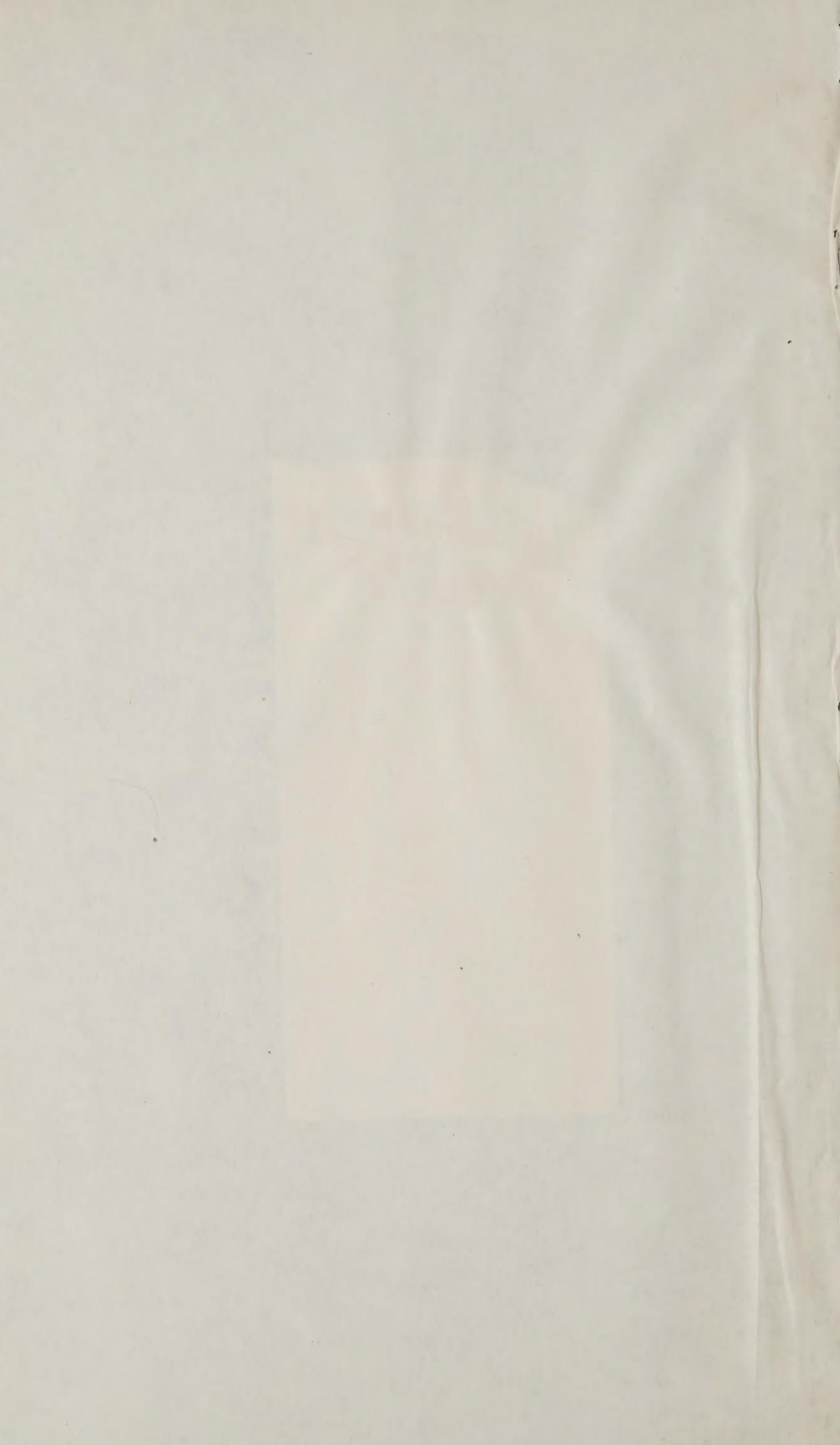
Preliminary report

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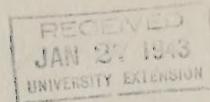
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STRONG SCHOOLS
MAKE A
STRONG NATION

PRELIMINARY REPORT
OF THE
KANE COUNTY
EDUCATIONAL SURVEY
COMMITTEE

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Introductory Statement

In submitting the following report to the school boards of Kane County, the survey committee directs attention to the following facts:

(1) The legislature has directed the committee to study the school districts of the county and their organization for the purpose of recommending desirable reorganization which will afford better educational opportunities for the pupils and inhabitants of the county; more efficient and economical administration of public schools, and a more equitable distribution of public revenues.

(2) Your committee has been directed to confer with school authorities and residents of the school districts of the county, to hold public hearings, and to furnish to school board members and to the public information concerning reorganization of school districts; and

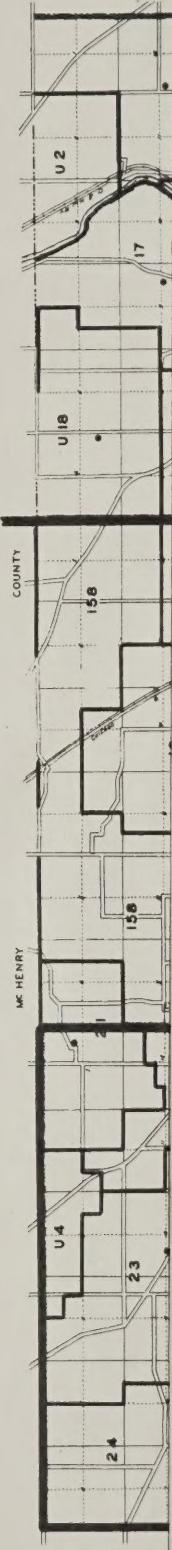
(3) To make the following tentative report of its study and recommendations, including a map showing existing boundaries of school districts and the boundaries of proposed or recommended school districts, with respect to the districts of the county.

(4) With due allowance for the limited time in which the report was prepared, it is the best judgment of the committee concerning ways and means of solving the difficult and complicated problems of public education in Kane County. Your committee does not claim infallibility or that its recommendations provide the only way of helping to equalize the educational opportunities of the county. We ask that the recommendations be given careful consideration.

R. E. FRIEL, Chairman
Clerk Dist. 51, Plato Center Grade School Board, and Sec'y. Plato Twp.
H. S. Bd. of Education, Dist. 139
O. F. PATTERSON
Superintendent of Elgin Public Schools
HENRY W. LEES
R. 2, Maple Park
CLIFTON F. SIMMONS
Member of East Aurora Bd. of Education, Dist. 131
EDWARD LAWRENCE
Clerk School Board Dist. 55 and Member of Burlington Twp. H. S. Board of Education, Dist. 143

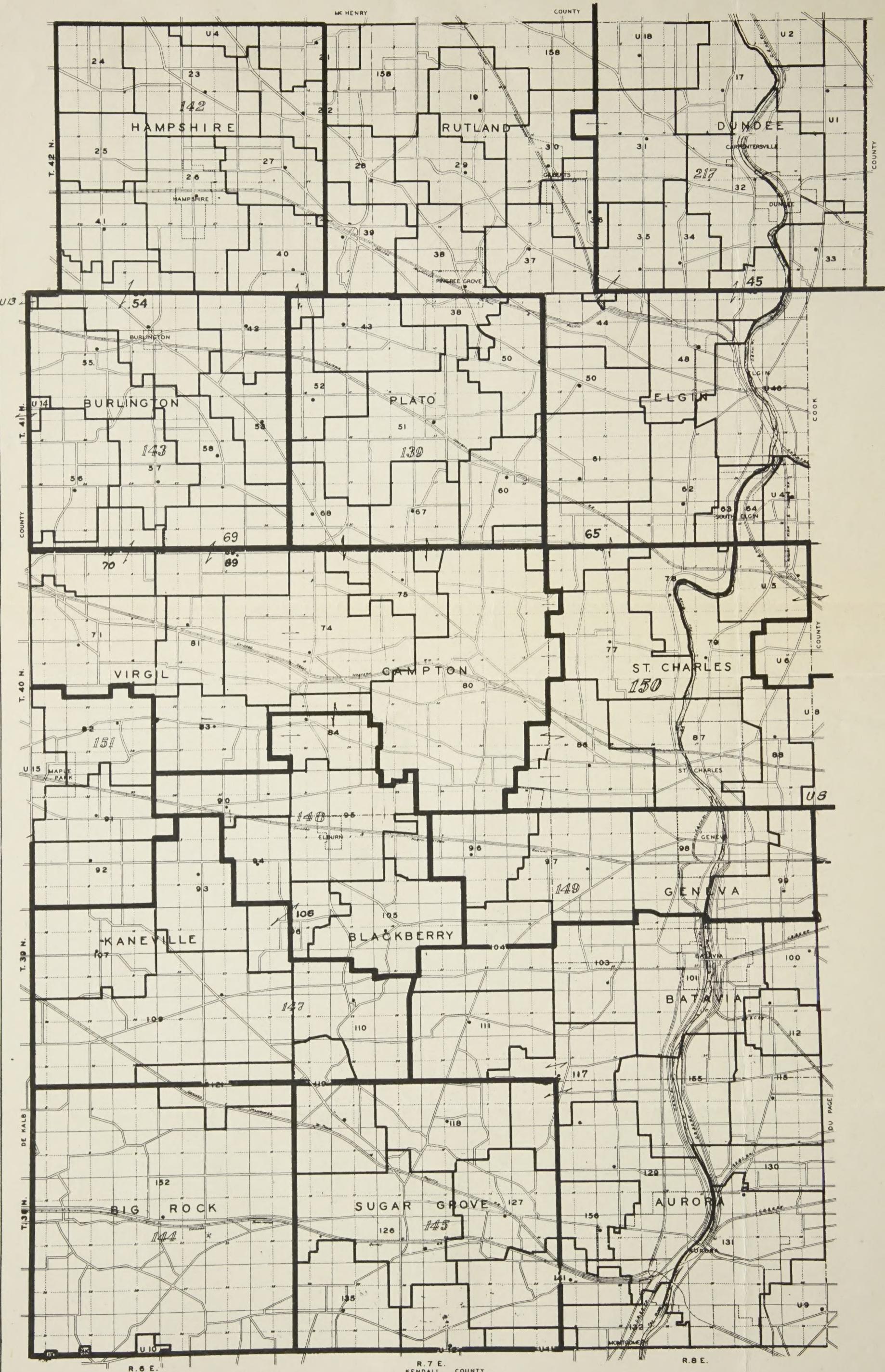
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of
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LEGEND
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HIGH SCHOOL DISTRICT BOUNDARY AND NUMBER — 151
TOWNSHIP LINE —
SECTION LINE —
SCHOOL HOUSE •

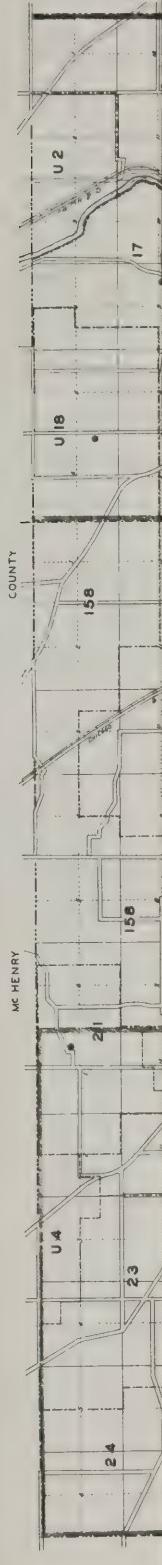
1/4 SECTION LINE
HIGHWAYS
RAILROADS
SCALE ONE MILE

R. 7 E.
KENDALL COUNTY

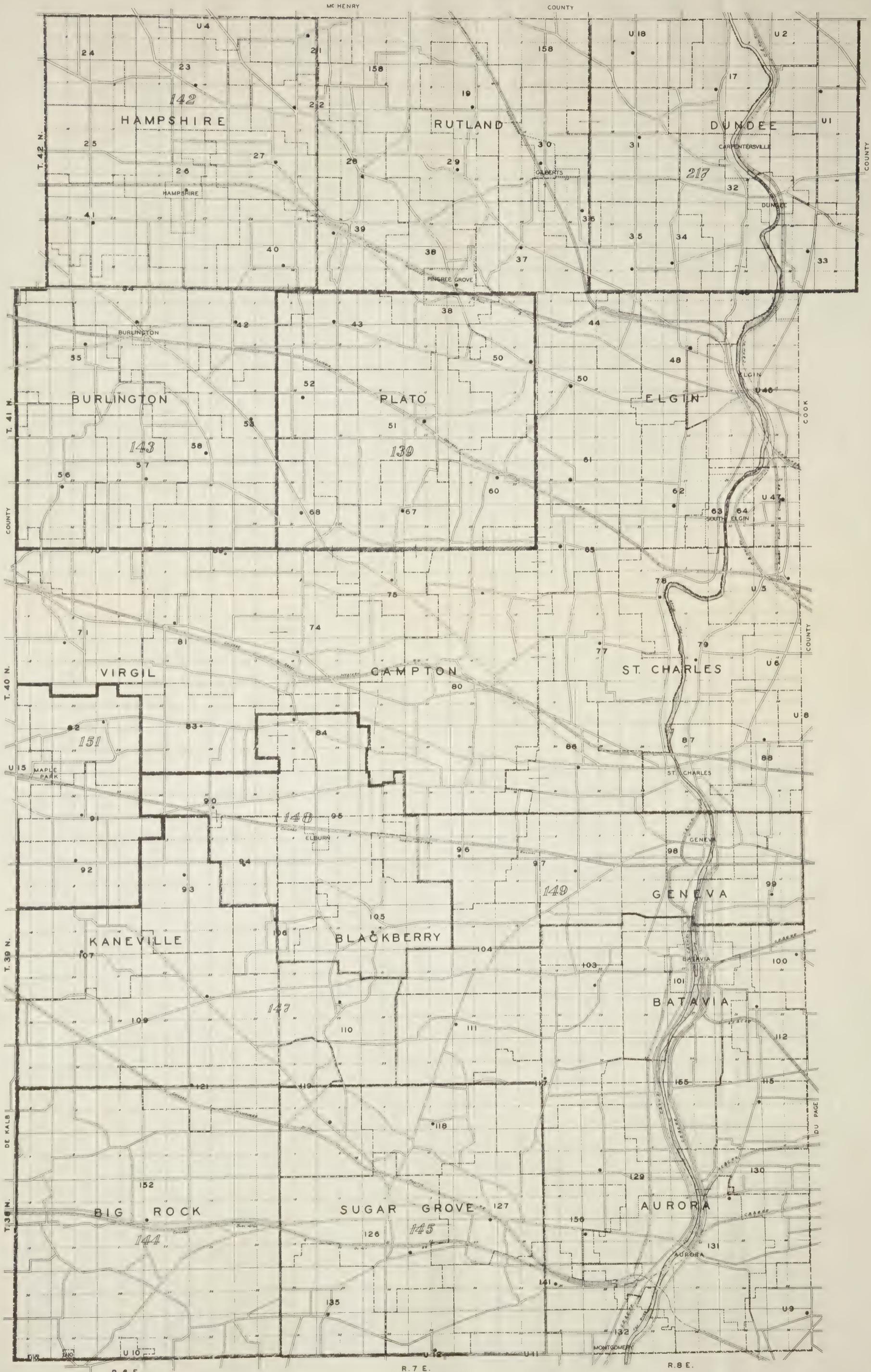
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JAN. 1943

SCHOOL DISTRICT MAP
of
KANE COUNTY
ILLINOIS



SCHOOL DISTRICT MAP
OF
KANE COUNTY
ILLINOIS



LEGEND
SCHOOL DISTRICT BOUNDARY AND NUMBER
HIGH SCHOOL DISTRICT BOUNDARY AND NUMBER
TOWNSHIP LINE
SECTION LINE
SCHOOL HOUSE •

1/4 SECTION LINE
HIGHWAYS
RAILROADS
SCALE
ONE MILE

WELLS ENGINEERING CO.
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Corrections applying to
School District Map
of Kane County

The portion of District 31 in Rutland Township is a part of District 217.

The east line of District 217 is parallel to and two miles east of the east line of Dundee Township.

The boundaries of St. Charles Community High School District 150 are not shown. This district includes all of St. Charles Township except District U-6 and the portion of District 80 in St. Charles Township. It includes all of District 86 and District U-8.

Population, Characteristics, and School Organization
of Kane County

Kane County is located in a rich farming and industrial region. Dairying is the chief type of farming in which the 10,816 persons who live on farms are engaged. Grain farms predominate in the southern portion of the county. There are 10,326 non-farm people who live in unincorporated places and in rural territory but not on farms. The number of persons living on farms has shown an increase of 987 since the 1930 census, whereas the non-farm rural population has increased by 488.

With a total population of 130,206, Kane County is in fifth place as to population. Only in Cook, St. Clair, Peoria, and Madison Counties is the population greater. The greater portion of Kane County's population is concentrated in the eastern tier of five congressional townships, in which there is to be found a total population of 119,835. All cities and villages in this tier of townships are situated on the Fox River, which flows in a southerly direction through their entire length. These incorporated places have a population of 106,750. The ten western townships are more largely rural. The ten incorporated places in these townships have a population of 2,314.

Census reports indicate a decline in the average size of families in Kane County from 4.5 persons in 1900 to 4.0 persons in 1930. A 1940 figure is not yet available. This trend suggests a major reason for the declining proportion of total population enrolled in elementary schools.

Kane County has one of the best systems of paved highways to be found anywhere in the United States. The secondary roads are also excellent, consisting mostly of black-top all-weather roads, supplemented by feeder roads of gravel. Table I was compiled by the Illinois Agricultural Association from census data. It relates to the proportion of farms located on roads of various types in Kane County.

Table I

: 1930: 1940

Paved road.....	: 19.5%	: 39.0%
Gravel road.....	: 74.2%	: 56.7%
Improved earth road.....	: 0.7%	: 3.7%
Unimproved earth road.....	: 5.6%	: 0.6%

It will be seen from the above table that Kane County's road problem has been largely solved. Additional black-top paved roads have been constructed since the statistics for the above table were compiled.

One of the first concerns of the people of Illinois was to provide for free common schools. The first free school law of 1825 provided "that there shall be established a common school or schools in each of the counties of this State, which shall be open and FREE to every class of white citizens between the ages of five and twenty-one." This established a community united by the county. However, the next legislature repealed the free education provision and added a provision requiring a vote on whether all of the sum required for a school shall be raised by taxation, or only one-half of it, and that no person was to be taxed without his consent.

The Act of 1846 reestablished the free system of common schools for Illinois. It provided for local autonomy in school matters and established the congressional township as the school township. The township boards of school trustees were given the duty of dividing the townships into convenient school districts.

The common school districts that have come down to us as a result of the action of the township school trustees of 1846 are not permanent, for the trustees are required by law to attach to one or more adjoining districts the territory of any school district failing to maintain school privileges (not necessarily in its own building or district) for two or more years. They are also authorized to change boundaries when properly petitioned, and upon a majority vote.

These original common school districts have the right to maintain a high school as is the case for Districts 129 and 131 at Aurora, District 101 at Batavia, and District U-46 at Elgin. Since

these four districts provide for both elementary and secondary education they are designated as unit districts. All other common or consolidated school districts of the county, with the exception of the portion of the Huntley Community Consolidated School District that extends into Kane County, are overlain with separate high school districts, either community, township, or non-high school, that provide secondary education.

Consolidated districts and community districts established primarily for the maintenance of elementary schools have the right to maintain high schools, as is done by the Huntley Community Consolidated District.

Consolidated districts are formed by the union of two or more common school districts some times for the purpose of protecting the territory so consolidated from being included in a consolidation involving a school building program, as in the case of District U-11 which lies largely in Kendall County. This district was formed from the Bristol two-room school district and three one-room school districts in 1920. The building of one of the latter is in Kane County. A new building was not erected. The four buildings in existence at the time of the consolidation have continued to be used. The four districts have been unified insofar as their administration is concerned, but their attendance areas have remained as they were before the consolidation.

A "consolidated district" can also be formed for the purpose of erecting a centrally located building in which a school of the graded type may be set up.

A "community consolidated district" results from an effort to unite within the tax area of a single school system property which rightly belongs there. In the formation of a community consolidated district, a majority vote of all the territory which it is proposed to consolidate is necessary, except that if there is an incorporated town, the proposition to consolidate must carry in both the incorporated and unincorporated portions of the territory. The foregoing provision is provided for in an amendment to the law. Our county has four examples of community consolidated districts.

Although it is not legally necessary to organize a special form of district for the maintenance of a high school, two forms of district for the maintenance of high schools alone have been authorized. These are the township high school district and the community high school district.

The township high school district may include a single township, two or more townships, or parts of townships. It is always an overlapping district, being superimposed upon either a single grade school district or upon several grade school districts. This creates a double unit operating on the same population, and with independent school boards, each legally capable of laying taxes up to the full legal rate. If you live in the Hampshire, Sugar Grove, Big Rock, Plato, or Burlington Township High School Districts, which maintain their own high schools, your school board may levy taxes to the statutory limit of 1.375% per \$100 of assessed valuation. If you live in an elementary district which underlies one of these overlapping high school districts, either township or community high school, your property may be subject to taxation by each board to the extent of 1.375%, or 2.75% in all. This rate may be increased by referendum to 2% for each district or to 4% for the two.

The community high school district, the other of the two forms of high school district, is supposed to make it possible to bring within the reach of high school privileges all the families living in a territory that is a part of a community center. Whereas the community consolidated district can be organized only in accordance with the boundary lines of the common school districts, the community high school district can be made to include any "compact and contiguous territory."

Often the community consolidated and community high school form of organization has brought within the taxing area real estate which ought to bear its share of the burden of education. There are, however, examples of districts formed at the instigation of incorporated areas, and by overwhelming majorities in the incorporated portion of the area, when there was a heavy majority opposed to the idea in the rural territory. This is not now possible because of the amendment to the community consolidated school law spoken of previously.

Classification of Kane County School Districts

1. Common School--the original and fundamental district type. All of the territory in these districts is also in a high school district or districts.

Nos. U-5, U-9, U-15, 17, 18, 19, 21, 22, 23, 24, 25,
 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36,
 37, 38, 39, 40, 41, 42, 43, 44, 45, U-47, 48,
 50, 52, 53, 54, 55, 56, 57, 58, 60, 61, 62,
 63, 64, 65, 67, 68, 69, 70, 71, 75, 77, 78,
 79, 81, 82, 83, 84, 86, 87, 88, 90, 91, 92,
 93, 94, 95, 96, 97, 98, 99, 100, 103, 104, 105,
 106, 107, 110, 111, 112, 115, 117, 118, 119, 121, 126,
 127, 130, 132, 135

2. Consolidated--formed from the union of two or more common school districts.

Nos. 109, 141

2a. Consolidated under Section No. 46 of the School Law.

Nos. 74, 80, 51

3. Community Consolidated--similar to No. 2 except in manner of formation.

Nos. 152, 155, 156

4. The following are common school districts now known as unit districts because they support both elementary and high school education.

Nos. U-46, 101, 129, 131

All of the above are organized fundamentally for the maintenance of elementary schools but may maintain high schools.

5. Township High School--an overlapping district organized for high school purposes only and exactly similar to No. 6.

Nos. 139, 142, 143, 144, 145

6. Community High School--an overlapping district exactly similar to No. 5.

Nos. 147, 148, 149, 150, 151, 217

7. Non-high School--an overlapping district created by the General Assembly to pay the high school tuition and transportation of 8th grade graduates within its area.

District No. 140

This district has an assessed valuation of \$8,522,708, a tax rate of .75%, and for the 1941-1942 school year paid tuition for 460 high school students at a total cost of \$57,903.28, who attended 17 high schools. Its resident voters authorized the payment of the transportation for the high school students of its area at the regular election on April 11, 1942. It is anticipated that \$13,500.00 will be required to accomplish this.

Kane County Community High School Districts, we believe, have been organized in good faith. The farming territory has been treated with justice and respect, and the districts administered with restraint and economy. They have accomplished a great deal of good in that they have brought about an equalization of educational opportunity and school support, and have given rural people a voice in the management of the high schools to which their youths are sent. This is not true in the case of residents of the Non-High School District, for youths from its territory are sent to high schools in other districts in whose management parents of non-high school district pupils have no voice.

The 116 school districts of the county are administered by 423 school board members. These board members lay taxes, employ teachers, plan and erect buildings, purchase supplies and determine policies. In number they vary from three to ten per district. In large communities and in districts other than common school districts they are known as boards of education. In other districts they are called boards of directors. They are elected for three-year terms. It is the duty of boards of education to employ a competent superintendent and, in the case of community and township high schools, a principal whose duties are definitely specified by law, as follows:

Powers and Duties of Boards of Education - "To employ a competent superintendent, and in the case of a high school board a principal, who shall have charge of the administration of the schools under the direction of the board of education. In addition to the administrative duties, the superintendent or the principal of a high school district shall make recommendations to the board of education concerning the budget, building plans, the location of sites, the selection of teachers and other employees, the selection of text books, instructional material and courses of study. It shall be the further duty of the superintendent or the principal of a high school district to assist in keeping the records and accounts of the board of education, to aid in making such reports as are required of the board, and to perform such other duties as the board of education may delegate to him."

This provision of the law should be carefully followed so that our schools may profit by the counsel and services of an administrator with training in educational matters, such as it is not easy for a board member to acquire.

This is one of the reasons for larger administrative units.

Each school township has an elected board of trustees whose duties are primarily the oversight of fiscal transactions of the school districts in their township, the adjustment of district boundaries, and the ordering of special elections. Their clerk is appointed by them and is also the school treasurer for their township. The trustees hold the invested funds of the district and titles to school property.

The main duties of a County Superintendent of Schools are clerical or ministerial. He receives and distributes state school funds, receives and consolidates township reports, provides for the certification of teachers, exercises a general supervisory function over the schools without having administrative powers, and reports to the state superintendent. He has some judicial functions of a minor character. He can rely upon few, if any, legal powers in the exercise of his influence upon the schools.

The Superintendent of Public Instruction has powers similar to the county superintendent except that they apply to the state.

To summarize, there are 104 elementary school districts. Nine of these, because of small enrollments, are not operating their schools, but send their children to a school in an adjoining district. The average daily attendance of elementary pupils for the year 1941-1942 was 10,792.78.

7,414.31 of the 10,792.78 pupils in average daily attendance in our elementary schools are enrolled in our four unit districts, which also had 4,393.03 high school pupils in average daily attendance.

There are 15 high schools in 15 districts. Five are township high schools, and six are community high schools. Four are in unit districts. The total high school average daily attendance for the year 1941-1942 was 5,861.77. There is also a non-high school district.

Kane County has 78 one-room school buildings, 10 two-room buildings, 4 three-room buildings, 5 four-room buildings, and 36 buildings with 5 or more rooms.

The elementary schools varied in enrollment at the end of the 1941-1942 school year from 1 - 779. At the same time the high schools varied from 29 - 2001.

Comparative Data

The public schools of Kane County had 16,654.55 pupils in average daily attendance in 1941-1942. Of these, 3,361.66---30.18%--- were attending grades 1-12 in rural areas as compared to approximately 50% in the nation as a whole. There were 802 elementary and

secondary school teachers. 199---24.81%---of the total taught in rural schools as compared to 54% of those in the nation. 156 school buildings serve the pupils of the county. Of these buildings, 117---75%---are in rural areas. In rural America there are 211,000 school buildings---88% of the total number.

Though the number of one-teacher districts in Kane County has been reduced by 8 in the last 22 years, there are still 69 of them, plus 9 that were not in operation in 1941-1942. The number of pupils in average daily attendance in these schools was 691.01. There were 12 two-teacher schools with a total average daily attendance of 505.25. Thus 1,196.36 pupils, or 49.21% of all the 2,430.51 children attending rural elementary schools, are in one and two-teacher schools. In rural America 40% of the children are in one and two-teacher schools. Another 1,234.25---or 50.78%---of those attending rural elementary schools are in schools with three to six teachers as compared to 22% in the nation as a whole.

Nine out of a total of fifteen high schools are rural schools having a total average daily attendance of 931.15 pupils. Eight of these high schools have fewer than 100 pupils in average daily attendance, and two had no more than four full time teachers.

The county's rural schools had an average daily attendance of 3,361.66 pupils or 20.18% of the total in 1941-1942. In this year \$525,592.26---or 26.33%---of the educational funds for the support of public elementary and secondary schools were expended upon them. The expenditure per pupil in average daily attendance in rural schools was \$156.34 in contrast to an urban expenditure of \$110.62.

Rural school buildings constitute 75% of the total number, but represent only 18.66% of the total plant value. Approximately \$1,640,994.00---or \$420 per pupil---is invested in rural schools in comparison with \$7,154,585.00---or \$561.09 per pupil---in urban schools.

Approximately \$305,042.00, or, due to low enrollment, \$455.92 per pupil in average daily attendance, is invested in one-teacher school buildings. Approximately \$1,335,952.00, or \$415.96 per pupil in average daily attendance, is invested in school buildings in rural territory exclusive of one-teacher school districts.

Low expenditure levels have an influence on every aspect of education--the caliber of teachers, the adequacy of physical equipment, the length of the school term, the character and effectiveness of the educational service.

The responsibilities of rural teachers are heavy and diverse due to the difficult conditions existing in many rural schools. It is of great importance that these schools attract teachers with high qualifications. However, their salaries are relatively low even if no comparisons are made to salaries in better paying professions. In 1941-1942 the average salary paid to the 69 one-room school teachers in Kane County was \$919.00, or nearly \$463.07 less than for the comparable group of elementary teachers in urban schools. Forty-two of the teachers with the heavy responsibility of teaching in one-teacher schools earned \$900.00 or less. Eleven of the twenty-four teachers in two-teacher schools earned less than \$900.00. The average salary was \$910.53.

Ordinarily higher salaries are needed to attract and hold teachers who may be classified as having more than average ability. Six years of training beyond grade school is now regarded as the minimum amount of school work needed for teaching, and a revision of the school law will change this to eight years after July 1, 1943. In 1941-1942, 87.14% of the teachers in one-teacher schools and 90.47% of the teachers in two-teacher schools had six years or more of education beyond the eighth grade.

School Finances

\$2,094,542.06, or more than 90% of the revenue for the support of public schools in Kane County is derived from the taxation of local property, locally held, and locally assessed. All expenditures are locally decided upon. Table II tabulates all of the sources from which revenue was derived for public school support in Kane County for the 1941-1942 school year.

Table II

Sources of Revenue of Kane County Schools for 1941-1942

Source of Revenue	Amount	: Per cent of total
Local taxation.....	\$ 2,094,542.06	90.44%
State Aid for Elementary Schools.....	134,900.75	5.8%
Transportation paid by State.....	2,588.51	.1%
Tuition paid by State for pupils from orphanages...	1,132.71	.05%
Excess cost of educating handicapped children paid by State...	6,911.65	.3%
From State Board of Vocational Educa- tion (1/2 of this item is from the Federal Government).....	41,124.55	1.77%
(Total payments by State).....	<u>186,658.17</u>	<u>8.02%</u>
Tuition fees paid by pupils.....	6,285.55	.27%
Rent of school property.....	3,388.86	.14%
Endowment.....	3,969.97	.17%
Miscellaneous local receipts.....	22,357.25	.96%
(Total from local sources other than local taxation).....	<u>36,001.63</u>	<u>1.54%</u>
(Total revenue).....	<u>\$ 2,317,201.86</u>	

The total school revenue as indicated in Table II for the school districts of Kane County is \$2,317,201.86. The total assessed valuation from which the local revenue of \$2,094,542.06 was raised is \$84,781,812.00, and since in Kane County assessed values are about 34% of real values, the full valuation of the property against which school taxes are levied is approximately \$249,358,271.00.

Table III
Components of the Property Tax in Kane County Compared

Year:	Assessed Val.: % Change in Dollars : Ass'd. Val.:	Year:	Assessed Val.: % Change in Dollars : Ass'd. Val.
1930:R.E. 83021461:	100.	1931 :R.E. 81519993:	98.19
:P.P. 25010673:	100	:P.P. 22806734:	91.188
:R.R. 11287886:	100	:R.R. 10151126:	89.929
:C.S. 610400:	100	:C.S. 525250:	86.05
:T. 119930420:	100	:T. 115003103:	95.891
:	:	:	:
1932:R.E. 65159037:	78.48	1933 :R.E. 64980840:	78.26
:P.P. 18585721:	74.131	:P.P. 16386350:	65.517
:R.R. 8746992:	77.490	:R.R. 7570423:	67.066
:C.S. 484200:	79.325	:C.S. 1607770:	263.396
:T. 92975950:	77.52	:T. 90545383:	75.498
:	:	:	:
1934:R.E. 64789059:	78.038	1935 :R.E. 66005244:	79.503
:P.P. 15584153:	62.31	:P.P. 15287787:	61.125
:R.R. 6950814:	61.577	:R.R. 6389500:	56.604
:C.S. 292700:	47.952	:C.S. 240880:	39.462
:T. 87616726:	73.056	:T. 84923411:	70.81

Table III - Cont'd.

Year:	Assessed Val.:	% Change	:	Year:	Assessed Val.:	% Change
	: in Dollars	: Ass'd. Val.:			: in Dollars	: Ass'd. Val.
1936:R.E.	62945719:	75.818	:	1937 :R.E.	63202979:	76.128
:P.P.	15646201:	62.558	:	:P.P.	16168431:	64.666
:R.R.	5270225:	46.689	:	:R.R.	4968066:	44.012
:C.S.	245440:	40.29	:	:C.S.	399575:	65.461
:T.	84107585:	70.13	:	:T.	84739051:	70.656
:	:	:	:	:	:	:
1938:R.E.	63464239:	76.443	:	1939 :R.E.	63098805:	76.003
:P.P.	16142057:	64.54	:	:P.P.	16198473:	64.766
:R.R.	3655007:	32.379	:	:R.R.	3313389:	29.353
:C.S.	389500:	63.810	:	:C.S.	355480:	58.237
:T.	83650803:	69.749	:	:T.	82966147:	69.178
:	:	:	:	:	:	:
1940:R.E.	63526640:	76.518	:	1941 :R.E.	64235785:	77.372
:P.P.	16410659:	65.614	:	:P.P.	16981567:	67.897
:R.R.	3525822:	31.235	:	:R.R.	3531746:	31.287
:C.S.	314345:	51.498	:	:C.S.	189000:	30.963
:T.	83777466:	69.855	:	:T.	* 84938098:	70.822

*This total is for the county. The total assessed valuation on page 6 for the school districts does not agree with the above total, for the boundaries of school districts are not always the same as boundaries for the county.

The property tax has four components, viz., real estate, personal property, railroads, and capital stock. Table III compares the total valuations placed upon these components of the property tax in 1930 with the valuations placed upon them in subsequent years, and it also compares the total assessed valuations for these years. The low point for the total was reached in 1939 when the total valuation of the property tax represented but 69 plus per cent of its value in 1930. Capital stocks continued their decline for another year. Practically all of the recovery in values has resulted from a slight increase in the assessed valuation of real estate and personal property values. The increase from the 1939 low point for the totals has been but 1.64%.

The assessed valuations given in our table will enable us to compare the percentage of the total revenue derived from the property tax in 1942 with the revenue obtained from each of its components, and compare these values with the percentage each component paid in 1931. This is shown in Table IV.

Table IV

		:	1931	:	1942
% of total tax paid by real estate.....		:	69.2 %	:	75.6 %
" " " " personal property.....		:	20.8 %	:	20. %
" " " " railroads.....		:	9.4 %	:	4.2 %
" " " " capital stock.....		:	.5 %	:	.2 %
		:	99.9 %	:	100.0 %

Apparently, from the above, capital stocks are now paying but 40% of the tax load carried by them in 1931, railroads are carrying less than 45% of the total tax carried by them in 1931, and personal property has had its share of the load reduced by 4%. Real estate has then assumed all of its share of the load plus the 6.3 plus per cent of the load discarded by the other three components of the property tax.

A difficulty with taxation in Illinois arises from a state constitutional requirement stipulating that all property in the state be assessed for taxation at a uniform rate. Viz., a sales tax must be applied uniformly to all articles offered for sale. The sales tax on whisky must be the same as the sales tax on the baby's milk. Some property should bear no tax. The constitution requires that all property be assessed uniformly. Some property can not be assessed fairly and therefore should not be taxed. This is true of intangible and tangible personal property. The constitution requires that it be assessed uniformly, along with all other property.

..... We recommend that the state constitution be amended as early as practicable, so that the General Assembly can specify the classes of property to be taxed. The General Assembly should not be limited in any way in working out a fair tax system for the state. These constitutional limitations are largely responsible for the present outmoded Illinois tax system.

The above recommendation has been made by others again and again. It now seems that the compulsions of the present emergency will create a situation that will compel this grievously needed reform. The property tax should be a tax rather than the tax as it now of necessity is.

The importance of the general property tax to the local school system can hardly be over-estimated. A movement has developed to limit the property tax to a certain amount, or to overthrow it altogether. Such action would be a calamity unless equivalent revenue from other sources were provided.

Ernest H. Hahne gives the following reasons for the development of this sentiment:

" (1) Property is not an accurate test of ability to pay, for some property returns the owner no income and the tax must be paid either out of his labor income or out of a levy on his capital. (2) Property is an insufficient index of ability, since income may be received by those who own no assessed property, but who render services as brokers, dentists, lawyers, or laborers. (3) Value of property is unstable or uncertain, because of the constantly changing market demand for its uses, yet tax values do not keep pace with those rising and falling market values. (4) Some property possesses no steady money income, such as furniture, paintings, silverware, and single family residences of owners. (5) Some industries at any one time have small supplies of merchandise, yet their inventories may turn over 20 or 30 times per year, while other businesses may have much greater property values with relatively slow turnover. (6) Intangibles, consisting of stock, bonds, mortgages, patents and good will, may be easily concealed, or assessed only against those honest property owners who impose self-inflicted penalties for their honesty. (7) Competitive under-assessment between different assessment districts means that properties having the same market value do not pay the same tax. (8) Different types of property are not assessed equally, and even with the one assessor's jurisdiction taxes on land range from exemption to confiscation. (9) The tax is regressive, bearing much more heavily upon owners of small properties whose values may be more accurately estimated by the assessor than upon owners of large industries whose values can only be guessed. (1) The growth of intangible property due to the growth of corporations causes the general property tax to become, in fact, if not in law, a dominantly land tax, and this concentration of burden on those who own land gives rise to claims of injustice. Because of these well-known defects in the general property tax, Seligman has said: 'Practically, the general property tax as actually administered is beyond all doubt one of the worst taxes known in the civilized world.' This is the opinion of the general property tax held by most students in the field of public finance."

Table II shows that the \$134,900.75 received as aid from the state ranks next to the property tax as a source of revenue for our schools. The above sum represents Kane County's annual share of a biennial appropriation made by the State Legislature for aid in support of the schools of the state. \$57,000.00 of a total appropriation of \$15,317,000.00 represents 6% interest on some funds that were borrowed by the state from the permanent school fund many years ago.

In making out the state aid claims the elementary district claims aid first to the amount of \$11.00 per pupil in average daily attendance. If as much as the computed yield of a \$.01 tax rate for educational purposes is levied and this is not as much as \$45.00 per pupil, the district may also claim special aid in the amount of the difference between \$45.00 per pupil and the yield of a \$.01 rate. In the case of a one-teacher school, if the sum of \$11.00 per pupil, the special aid, if any, and the yield of a \$.01 rate does not equal as much as \$1048.00, the district may claim enough additional aid to make the sum \$1048.00.

If high school districts levy for educational purposes as much as the computed yield of a \$.0075 rate and this does not equal as much as \$80.00 per pupil in average daily attendance, they claim special aid equal to the amount of the difference between \$80.00 per pupil and the yield of a \$.0075 rate. This is called special aid up to an \$80.00 per pupil cost level on the basis of a \$.0075 rate. None of the 15 Kane County high schools qualify for state aid, and are therefore compelled to support themselves wholly from revenue raised through the local property tax.

From the above it will be seen that special state aid is based on the assessed valuation of our districts. Using assessed valuations as a basis for the distribution of special state aid undoubtedly is not a fair basis for the distribution of special aid. In Kane County real estate is assessed at 34% of its actual value. In Massac County real estate is assessed at 78% of its actual value. A \$5,000.00 Kane County house would be assessed at \$1,700.00. A \$5,000.00 Massac County house would be assessed at \$3,900.00. If real estate in Massac County were assessed at 34% of its actual value as is done in Kane County, Massac County would receive twice as much special aid as it is now receiving. Kane County would very likely receive no special aid if its property were assessed at 78% of its actual value as was done in Massac County. There is a great range in the ratio of real estate assessments. These ratios should be adjusted to a state wide average by the State Tax Commission in the interests of a more equitable distribution of "special aid."

"A recent study of the economic ability of the states made by the Bureau of the Census gives Illinois a rank of ninth among the states in per capita income and a rank of twelfth in a composite index in economic ability. In relation to our economic ability Illinois is ranked (a) only thirty-fourth in per capita 'load' imposed by both state and local revenues, (b) twenty-sixth in the 'load' of revenues paid to local governmental units, and (c) forty-fifth in the 'load' of revenues received by the state treasury. That Illinois has not been incurring a heavy per capita burden in revenue receipts by our state treasury, relative to our economic ability, has long been known by school people. Certainly, Illinois has not provided ample state funds for local school districts. Among the states we rank only thirty-fifth in the average state treasury payment per common school pupil. Over thirty per cent of the common school revenues come from state treasuries in the nation as a whole, whereas the corresponding figure in Illinois is about ten per cent. (See Table II) At an early date our state should increase greatly our aid to local common schools, even though a tax reform program involving constitutional change and new sources of revenue might be needed."¹

\$1,095.80 of the item listed in Table II as endowment is interest derived from the township loanable fund, the principal of which now stands at \$45,666.83. The township loanable fund was obtained from the sale of the 9,600 acres contained in the 16th section of each of the 15 townships. These sections were given to the townships by the Federal Government to help finance public education. They were all sold by 1840, sometimes for as little as \$0.125 per acre, one 40 acre piece having been sold for \$5.00 in Rutland Township.

One can not but speculate upon the outcome of this attempt at Federal aid for education, if some other procedure had been followed. For example, an equally extensive tract could have been set aside in perpetual trust by the Federal Government, the income from which could be equitably distributed to all communities, thus avoiding inequalities due to the varying quality of the land contained in 16th sections and the sale of much of it for little more than a song.

The amount to be raised by taxation for the support of the school or schools in each school district is determined by local district boards and submitted to our County Clerk on or before the second Tuesday in September, and is known as the school district tax levy. Our County Clerk receives the township assessment list (viz., the list of values of the individual property holdings for the purposes of taxation) from the State Tax Commission at about the end of December. Our County Clerk then computes the tax rates and extends (viz., spreads the tax rates over the property of the county) against the property in the county the amount of taxes to be

¹ Grimm--School Finance Problems---Ill. Education, Dec. 1942.)

collected. The final results must be in the hands of the County Collector by about the end of March of the year following that in which the process was begun. The process of collecting the first half of the real estate and all of the personal tax is completed by June 2nd, and the second half of the real estate tax is completed by September 2nd. Counting from the date on which the process of assessment begins, eleven months elapse before revenue begins to come in, and one and a half years elapse before the final penalty date on the collection of taxes.

The school year extends from July 1st to June 30th. The assessments which form the basis for the current 1942-1943 fiscal year were begun in April, 1942. Revenue does not begin to be received to an appreciable extent until May 1, 1943, two months before the close of the fiscal year, and the last of it is not received until November. Furthermore, the levies must be filed with the County Clerk before the assessed valuation against which the tax levy is made is known. All of this makes it very difficult to set up a balanced budget for the fiscal year.

Heavy expenditures begin in July and no revenue comes in until the following May. In order to keep on a cash basis a school board must build a sufficiently large cash balance to take care of expenditures for ten months of the school year. Numbers of school districts have not found it possible to do this and so must follow the wasteful practice of borrowing in anticipation of the taxes (tax anticipation warrants) that are to be received in May and subsequently.

.....
We recommend to every board in the county the
adoption of the policy of accumulating a sufficient
cash reserve to operate their district on a strictly
cash basis without resorting to the practice of
issuing tax anticipation warrants. The lapse of
time between the determining of assessments and the
receipts of income must be financed with cash on
hand if our financial affairs are to be kept in
order. This policy should be followed even if it
necessitates the voting of higher tax rates.....

In many cases higher tax rates are inevitable because of the teacher-salary crisis brought about by rising prices, high wages in industry, and higher pay for Federal Government civil service employees. All these tend to make teachers' low salaries look relatively lower. With the above mentioned competition and the competition from districts whose salaries are average or above, districts whose salaries are sub-standard will find it necessary to raise salaries or go without teachers. Stabilization of salaries does not mean freezing of salaries. The way is still open for increases, within certain limits. Boards employing fewer than eight employees are free to make salary increases without consulting Federal officials.

The National War Labor Board and the Commissioner of Internal Revenue, in a joint statement issued December 29, 1942, placed upon the heads of state, county and municipal governments themselves final responsibility for conforming to the national stabilization policy in making adjustments in the wages and salaries of their employees.

Except for the territory lying in the four unit districts, (Districts U-46, 101, 129, and 131) all the property in the county lies in two school districts, an elementary school district and an overlying high school district, and is subject to double tax rates for school purposes. The full rate after referendum in those overlapping areas in which the high school district is a township or community high school district is \$4.00. In those areas in which the district providing high school education is the non-high school district, the full rate after a referendum may be \$3.25.

Training, Experience, Tenure, and Salaries of Kane County Teachers
at Beginning of 1941-1942 School Year

Dist:	No.	College	Training	of	Teachers	:Years	:Experience	:Tenure	Average	Aver-
Tea-	Less:	1	2	3	yr.	A.M.	6-10	Ov-in	age	Sal-
ch-	than	yrs.	yrs.	A.B.	or	or	yrs.	er	Present	ary
ers	1 yr:	:	:	:	:	:	more	less	:10	:Position
		:	:	:	:	:	:	:	:yrs:	:
129	:									\$
El.	69	--	--	12	13	33	11	23	14	32:
HS.	37	--	--	1	--	18	18	4	8	25:
131	:									:
El.	100	2	2	26	17	48	5	36	15	49:
HS.	63	--	--	--	--	43	20	7	11	44:
U-46:										:
El.	117	3	3	41	31	38	1	12	15	90:
HS.	80	--	--	2	1	29	48	8	10	62:
98	23	--	--	3	10	7	3	7	3	13:
149	13	--	--	--	--	4	9	--	3	10:
87	19	--	1	4	5	9	--	1	1	17:
150	17	--	--	--	1	6	10	4	3	10:
101	:									:
El.	25	--	1	5	10	7	2	6	6	13:
HS.	21	--	--	--	1	11	9	4	6	11:
217	18	--	--	--	--	8	10	2	4	12:
32	16	--	--	3	5	7	1	3	5	8:
132	8	--	--	3	3	2	--	3	1	4:
144	7	--	--	--	--	5	2	1	4	2:
148	.5	--	--	--	--	2	3	1	--	4:
143	4	--	--	--	--	3	1	3	--	1:
142	7	--	--	--	--	5	2	4	1	2:
147	4	--	--	--	--	2	2	2	2	--:
139	5	--	--	--	--	3	2	1	1	3:
145	5	--	--	--	--	3	2	3	--	2:
151	5	--	--	--	--	5	--	1	3	1:
155	5	--	--	2	--	2	1	1	2	2:

Totals for Elementary Teachers in Districts with 5 or More Rooms

:382	:5	:7	:99	:94	:151	:26	:92	:62	:228:	9.54	:1365
:	(1%)	(2%)	(26%)	(25%)	(40%)	(7%)	:	:	:	:	:

Totals for all High School Teachers

:291	--	--	3	2	148	138	45	56	190:	7.67	:1795
:	:	:	(1%)	(1%)	(51%)	(47%)	:	:	:	:	:

4	16	--	--	7	7	2	--	5	4	7:	8.08	:1157
Four												
Room												
Dists:												
3	9	--	--	4	3	2	--	3	2	4:	7.00	:1029
Three												
Room												
Dists:												
11	22	--	1	8	11	2	--	4	4	14:	5.33	:1120
Two												
Room												
Dists:												

Totals for Elementary Teachers in Districts with 2, 3, or 4 Rooms

:47	--	1	19	21	6	--	12	10	25:	6.80	:1102
:	(2%)	(40%)	(45%)	(13%)	:	:	:	:	:	:	:

69 One Room	69	1	6	34	20	8	--	24	8	37:	4.91	: 928
:(1%)	(9%)	(49%)	(29%)	(11%)	:	:	:	:	:	:	:	
Dists:												

NOTE: In some districts the number of teachers in this table will differ from the number of teachers as given in Table V, because this table includes all part time teachers.

The recent survey conducted by the New York Times shows that many schools in rural sections will be open for only 2 to 4 months this year. On a nation wide basis, the teacher salary average last year was \$1,454 according to the Times survey. However, the average salary received by the rural teacher was \$908.

The office of education reports that from July, 1941 through October, 1942, 2700 white vocational agricultural teachers, or 23.4%, left the teaching field. The survey shows that 841 departments of vocational agriculture, or 9.3% of the total departments (9079), were discontinued. Never before has there been a lost department, rather, more departments have been added.

A poll conducted by the National Educational Association indicates a decrease of 34% in the number of students enrolled in teacher training institutions between school year 1940-1941 and 1942-1943.

The above figures indicate the extent and seriousness of the teacher supply crisis.

Reorganization

"A man's chief assets are his character and education. War may wipe out material things; inflation may wipe out a bank balance; but ten years from now the chief difference between the worker on the job and the executive in his office, the private in the ranks and the officer in the Army, will be what each one is and knows."¹

"School as usual" is not possible during our present national emergency. To quote from the magazine "Time", Vol. XLI, No.1, p.66, "The little red schoolhouse, an institution already badly battered by the winds of modernity, last week faced a tornado. One thousand Illinois schools have closed recently because poorly paid teachers are taking war jobs. Most of the shut-downs are one-room schools--the 9,703 one-room schools of Illinois outnumber those of any other state."

"Most states have been consolidating their rural schools."

"Consolidated schools are cheaper. In one-room Illinois schools, the cost per pupil is from 3 to 19 times as high as the state average. ***About half the one-room schools have fewer than 15 pupils."

(Apparently Kane County is worse off than the state as a whole with respect to its enrollment in one-room schools, for the average daily attendance of our one-room schools for the 1941-1942 school year was 9.98.)

"Better-paid, better-trained teachers and better facilities in consolidated schools make for better education."

"The toughest obstacle to school consolidation in Illinois is its archaic patchwork of 11,957 autonomous boards of education, which are a minor but profitable branch of politics."

So ends the quotation from "Time".

Since "school as usual" is not a possibility, how may we best modify our educational procedures to meet the demands of war and protect the educational effectiveness of our school program? Will it be possible by a study of the facts and circumstances under which our schools are now operating, to discover ways of serving our girls and boys more effectively with the means at our disposal?

Other civilizations have until very recently limited free education to instruction in the rudimentary subjects. They have not offered free high school education to all the young people of the country as we are trying to do. It now seems that the great demand for training induced by the war has put a new value on these schools, a new spirit of earnestness, that demands of young people earnest devotion to their studies. Will this not raise our schools to a new level of efficiency? Faced as we are with a growing shortage of teachers and the pouring of 50% of our national income into our war effort, will this not be a good time to preserve the opportunity for a high school education that all of our young people have enjoyed, by increasing the size of our high school classes?

Students of high school age have developed a certain amount of proficiency in the art of independent study which should make this possible. The seriousness of war is eliminating or will eliminate much of the distraction formerly occasioned by social engagements. The patrons of our high schools and society in general have formed a new appreciation of the intellectual opportunities of our high schools, that has helped to foster greater individual initiative in securing knowledge. All of this tends to create circumstances that make it feasible to preserve the privilege of universal free high school education during a period of acute teacher shortage by increasing the size of high school classes.

Small high schools will be able to do this by combining. If they don't they may not be able to provide educational facilities for their patrons. It now seems likely that the early termination of the war is the only event that can save all of them.

This course is further recommended to us by the facts presented in Table V. They show that, in the case of small high schools, the per capita cost is very high, being in one case, last year, \$368.12 per pupil. The cost of providing well prepared high school teachers raises the per capita very high, when classes are small. Our exceptionally fine roads as indicated in Table I should enable a larger number of students to be gathered together in one group.

¹ "Education Today"--published by Quarrie Corporation.

Table V

Assessed Valuations and Per Capita Costs of Kane County Districts
1941 - 1942

No.	Dist.	Ass'd. Val. per Teacher	Ass'd. Val. per Pupil	Average Daily Attendance	No. of Teachers	Cost per Pupil in Average Daily Attendance
		\$	\$			\$
1.	U-47	446,183	52,124	8.56	1	216.00
2.	127	316,387	37,653	8.40	-	139.20
3.	152	301,562	11,300	106.75	4	90.87
4.	96	255,252	23,722	10.76	1	136.38
5.	141	246,408	12,138	20.30	1	105.13
6.	97	229,998	13,756	16.72	1	67.47
7.	156	219,012	10,033	43.65	2	107.36
8.	77	218,815	20,702	10.56	1	116.46
9.	71	214,609	26,561	8.08	1	131.32
10.	86	207,771	17,819	11.66	1	102.52
11.	78	204,256	14,726	13.87	1	103.97
12.	126	203,203	12,286	33.08	2	121.81
13.	115	200,832	18,128	11.14	1	129.37
14.	80	194,088	10,804	53.88	3	101.50
15.	130	190,967	7,123	26.81	1	64.58
16.	135	188,941	50,519	3.74	-	121.78
17.	155	188,503	7,450	128.59	5	100.00
18.	74	188,297	14,757	25.52	2	137.70
19.	62	181,069	13,533	13.38	1	89.69
20.	117	179,505	8,731	20.55	1	68.13
21.	33	177,974	13,680	13.00	1	127.40
22.	63	177,515	5,493	64.80	2	69.25
23.	119	174,959	7,385	23.68	1	72.49
24.	110	169,600	18,395	9.21	1	104.65
25.	51	169,409	8,985	37.70	2	82.98
26.	79	169,042	5,297	63.81	2	153.17
27.	104	167,515	26,133	6.40	1	118.02
28.	31	166,140	6,863	24.21	1	67.09
29.	109	164,864	9,426	52.47	3	125.64
30.	65	163,803	14,010	11.61	1	133.62
31.	118	162,320	9,083	17.87	1	79.47
32.	95	161,112	7,702	83.67	4	80.52
33.	44	160,347	20,557	7.80	1	159.27
34.	111	159,755	18,447	8.65	1	135.08
35.	54	158,988	8,255	38.65	2	93.46
36.	105	156,630	14,022	11.17	1	97.80
37.	26	154,028	8,759	70.34	4	82.54
38.	23	153,300	13,733	11.09	1	125.81
39.	98	132,374	6,398	473.78	23	101.80
40.	61	150,601	9,325	16.15	1	84.98
41.	U-9	150,144	18,199	8.24	1	156.09
42.	107	149,391	40,267	3.70	1	429.82
43.	48	148,370	4,504	130.05	4	60.69
44.	69	146,420	17,791	8.22	1	144.68
45.	103	145,720	10,260	14.18	1	87.00
46.	60	145,101	9,686	14.97	1	103.45
47.	81	144,239	15,678	9.02	1	109.93
48.	93	143,845	26,345	5.46	1	240.89
49.	91	143,313	37,322	3.84	-	73.44
50.	27	140,862	8,340	16.89	1	91.43
51.	U-5	140,218	7,942	35.33	2	85.01
52.	55	138,468	9,751	14.20	1	65.76
53.	43	138,386	10,905	12.69	1	97.04
54.	82	137,610	16,540	8.32	1	142.28
55.	92	136,180	13,839	9.84	1	112.32
56.	87	171,580	5,747	537.41	18	86.53
57.	50	132,600	9,372	28.31	2	117.80
58.	39	126,402	14,698	8.59	1	136.50

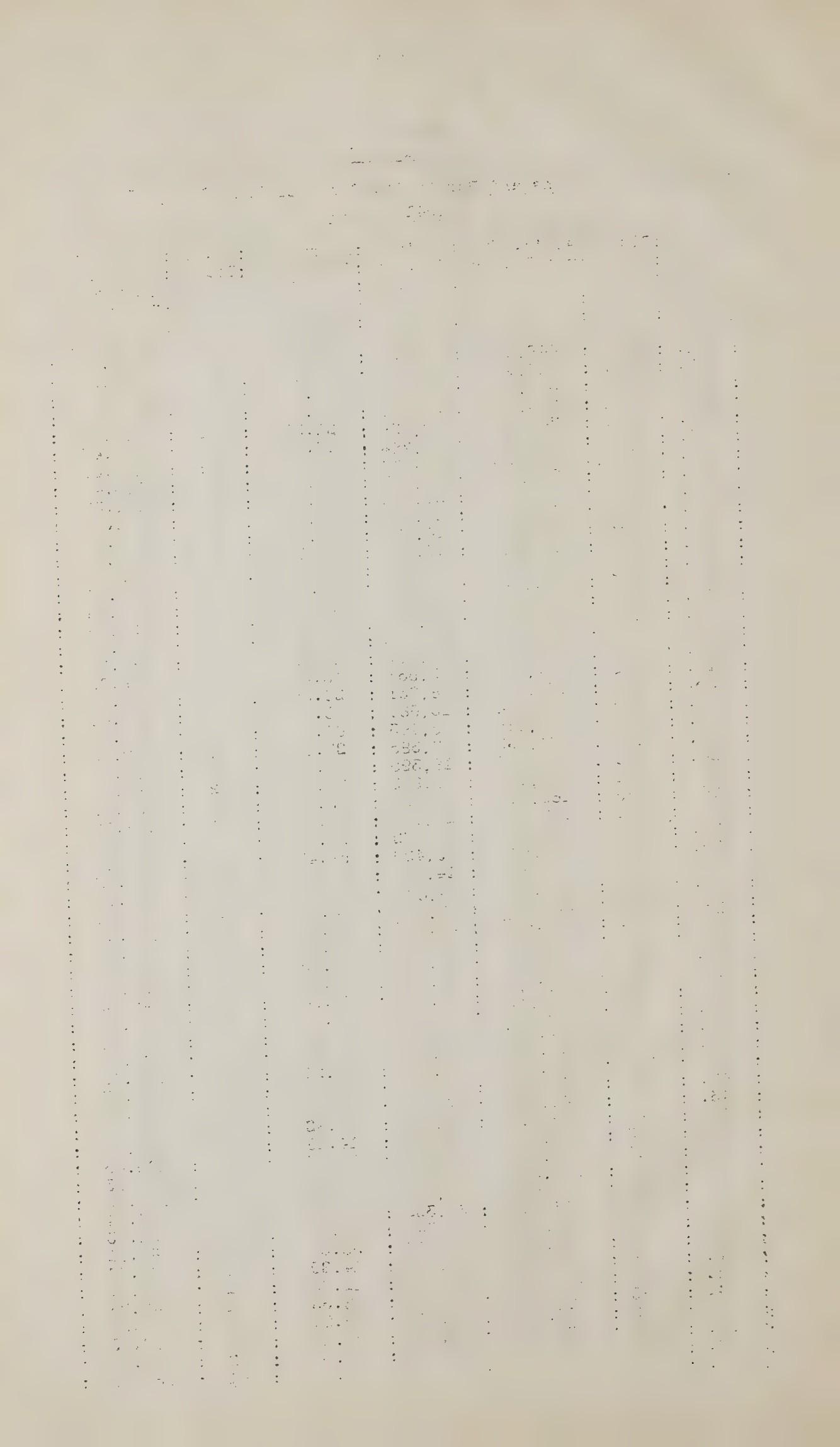


Table V - Cont'd.

No.	Dist.	Ass'd. Val.	Ass'd. Val. per Teacher	Average Val. per Pupil	Average Daily Attendance	Teach- ers	No. of Pupil in Average Daily Attendance	Cost per Pupil in Average Daily Attendance
59.	32	\$ 142,031	\$ 6,254	363.37	16		\$ 91.26	
60.	121	126,162	25,591	4.93	1		201.58	
61.	99	125,776	25,827	4.86	1		233.66	
62.	83	125,415	29,031	4.32	1		297.46	
63.	U-18	125,065	15,712	7.96	1		149.41	
64.	88	122,401	21,858	5.89	-		154.45	
65.	17	120,705	30,176	4.93	-		113.46	
66.	40	115,895	18,222	6.36	1		168.36	
67.	84	115,615	9,618	11.94	1		99.92	
68.	64	115,012	3,190	72.11	2		49.26	
69.	70	114,865	15,234	7.49	1		141.16	
70.	41	113,119	32,883	3.44	1		335.17	
71.	56	112,025	11,918	9.40	1		128.51	
72.	90	111,814	35,497	3.15	1		374.20	
73.	132	108,571	5,161	164.40	7		85.38	
74.	25	108,158	40,357	2.67	1		332.15	
75.	67	104,370	14,739	6.80	1		150.49	
76.	94	103,937	34,520	2.77	-		99.28	
77.	38	103,454	7,342	28.17	2		115.30	
78.	35	103,075	60,632	1.70	-		124.41	
79.	37	102,489	13,539	7.57	1		153.90	
80.	34	100,915	10,804	9.33	1		106.15	
81.	112	98,993	15,167	6.57	1		148.63	
82.	42	94,765	21,343	4.44	1		280.90	
83.	68	94,710	13,191	7.17	1		163.58	
84.	52	88,574	6,813	13.00	1		88.67	
85.	58	88,150	6,190	14.25	1		66.73	
86.	100	87,690	43,197	2.02	1		552.27	
87.	53	86,270	6,443	13.38	1		87.36	
88.	U-15	85,994	4,443	58.06	3		100.91	
89.	106	85,125	10,913	7.79	1		123.32	
90.	29	83,990	7,769	10.81	1		124.98	
91.	19	82,715	8,652	9.57	1		108.85	
92.	57	82,060	11,991	6.86	1		146.34	
93.	24	81,750	11,032	7.41	1		177.39	
94.	22	80,485	25,152	3.20	1		283.85	
95.	36	79,480	13,072	6.08	1		169.16	
96.	75	73,440	20,176	3.63	1		289.57	
97.	28	67,020	8,996	7.44	1		159.44	
98.	45	63,395	12,859	4.93	-		168.21	
99.	30	60,964	3,200	38.10	2		68.98	
100.	21	58,160	10,312	5.64	-		185.82	

Assessed Valuations and Per Capita Costs of Kane CountyHigh Schools - 1941 - 1942

1.	217	323,008	14,579	423.01	18	154.76
2.	150	310,746	14,194	328.38	15	120.36
3.	145	299,568	33,842	44.26	5	295.28
4.	149	281,661	17,502	209.21	13	199.31
5.	147	270,834	39,265	27.59	4	368.12
6.	144	257,565	22,331	57.67	5	237.12
7.	142	254,752	15,461	98.86	6	222.59
8.	143	247,675	19,587	50.58	4	192.80
9.	139	226,436	12,428	91.11	5	177.68
10.	151	207,698	14,278	72.73	5	167.42
11.	148	205,467	18,631	65.34	5	197.88

Assessed Valuations and Per Capita Costs of Kane County
Unit Districts (Elementary and High School) 1941-1942

No.	Dist.	Ass'd. Val.	per A. D. A.*	Teach- ers	Per Cap. Cost
		total no. teachers:			
			H.S.	Elem.	H.S. El. H.S. Elem.
1.	U-46	131,939	1740.	3272.	:63 :109:120.83:74.83:
2.	131	111,017	1365.93	2723.44:60	:103:132.64:69.83:
3.	129	101,280	782.31	1644.62:37	:72:130.57:75.27:
4.	101	83,199	289.68	691.84:17	:28:133.77:84.33:

*Average Daily Attendance.

Explanatory Notes for Table V

The average daily attendances as given in column five are taken from the Claims for State Aid, and do not include tuition pupils. In the case of those districts maintaining a kindergarten, the estimated average daily attendance of the kindergarten has been included in the total average daily attendance for the district.

The average daily attendance for the township and community high schools have been taken from their annual reports.

The cost per pupil in average daily attendance as given in column seven was determined by dividing the expenditures for each district by the average daily attendance. The total expenditures were taken from the Claims for Non-High School Tuition or from the Claims for State Aid. Items for depreciation have not been included in the total expenditures.

In interpreting relative per capita costs the richness of the curricular offerings, the amounts spent for maintaining a healthful and wholesome school environment, the number of pupils enrolled per teacher, the quantity of educational supplies, supplementary readers, text-books and library books supplied for pupils' use should all be taken into account. High or low costs do not in themselves indicate the efficiency or the quality of a school system.

"The very small high schools ought to be kept to as small a number as possible. This implication has meaning for all who deal with the problem of small schools, whether they are persons in the localities where these small schools are operating or contemplated, or whether they have to do with the determination of State policy in the establishment and maintenance of schools. State policy can be exceedingly influential here and should encourage the establishment only of high schools of good size. (of enrollment of not fewer than 100 students.) Doubtless in most states there are sparsely settled areas that should be provided with secondary-school opportunities even if enrollments are small, but these should be looked upon as atypical developments. After authorization, such schools should be aided in providing the features of a good institution, ***but the normal and basic assumption should be that it is easier to provide a good school where a sizable enrollment is assured, and that to maintain a good school with a small enrollment is always an up hill and often an impossible task."¹

Repeatedly certain residents in one section of the county have regretted that they do not have a larger high school. They have related, how, when the matter of organizing high schools was being discussed in 1918 and 1919, one proposal discussed was the organization of a single high school to serve a territory such as might be included in a circle having a six or seven mile radius, with its center at the point common to four townships. It was thought that this would create a school in which it would be possible to include a greater number of subjects in the curriculum, so that the individual needs of students might better be met.

Vocational education is difficult to organize within a school. The equipment is expensive, the activities of various branches of industry are specific, and the number of pupils in a given school who need training in any one branch is usually so small that it is impossible to organize classes that are reasonably economical.

We therefore, in addition to the elimination of
 very small high schools, recommend legislation that
 will enable the boards of high schools in near by dis-
 tricts to enter into agreements or contracts for the
 joint maintenance of courses, so that courses now
 offered to small classes may be combined and offered
 to a single large class or classes cooperatively in
 but one of the schools, with but one set of equipment,
 and so that new courses not now feasible financially
 by single schools may be developed cooperatively by
 two or more schools. This is not legally possible at
 present.

If it were possible to enrich the curriculum in this way, would our high schools not have greater holding power on the pupils so that a greater number would complete the four-year course? The last Federal Census showed that in Illinois, 57% of our youths between 16 and 20 inclusive were not attending school. This placed Illinois 22nd among the states in our ability to hold these youths in school, and we are 3rd in point of wealth.

In his book "Education and Social Progress", Chas. H. Judd points out that,--"With the beginning of a more effectively organized national and community life after the close of the War of 1812, there arose in some of the older states a demand for better schools than could be maintained by isolated frontier communities." (Some of the school buildings in use in Kane County today are 100 years old, and so date back to this early frontier period.) He points out

¹-----Bulletin, 1932, No. 17-Nat'l Survey of Secondary Education, Monograph No. 1.

how our leaders in their search for a better school organization than their inadequate ungraded district schools, decided to take the Prussian Volksschule as a model for what has become our present elementary school. The Volksschule admitted children of the so called lower classes of society. The "Gymnasium" admitted children whose parents could pay tuition. The Volksschule provided training only up to 14 years of age, and did not prepare them for admission to a higher school. The "Gymnasium" gave instruction in advanced subjects and prepared pupils for the University.

Our leaders overlooked the "Gymnasium". "They imitated the rudimentary curriculum and the 14-year age limit of the Volksschule. They gave us a school organized far better and more compactly than the old district school, but they do not seem to have given adequate consideration to the fundamental difference between the Prussian educational system and the fact that the U. S. A. communities had been accustomed to giving their young people education in the common school up to 21 years of age. They did not foresee that the elementary school which they organized would become the first unit in a system which permits all pupils who complete the elementary school to go on into the secondary school, and ultimately into institutions of higher education. In Prussia there was no expectation that the boys and girls from the lower social classes who attended the Volksschule would rise out of their lowly station in life. Prussia was content to put an early limit on the education of its common people."

Judd goes on to show how,--"At first this organization did not restrict the ambitions of the American people for advanced educational opportunities for their children, but it did determine with definiteness that only rudimentary subjects were to be taught to children under 14 years of age. In Prussia, where the Volksschule was at home, children from the upper ranks of society who attended the 'Gymnasium' were not limited to the study of rudimentary subjects until they were 14 years old. The 'Gymnasium' introduced its pupils to the study of Latin at 10, to the study of modern foreign languages and higher mathematics at 12. The new elementary school organized in the U. S. prevented all pupils, including those who later entered secondary schools, from studying advanced subjects until they had completed 8 years of rudimentary schooling. Even today in most elementary schools children are held back by the 8-year rudimentary curriculum from courses in advanced subjects which they should be taking."

A member of one of our school boards in Dundee Township occasionally talked to one of our Superintendents about the problems of her one-room school district. She did not feel that it provided a type of education that she cared to expose her children to, unless it was unavoidable, and so was cooperating with others to provide a better education at private expense. The cooperative school and the public schools of this area were being operated simultaneously and were serving the same territory. The cooperative school was doing the type of thing the "Gymnasium" does.

The Superintendent expressed himself as regretting that the co-operators found that it was necessary to provide a second school serving the elementary age level, and said that if the co-operators would but give the public schools the same interest and attention being given by them to their private school, it would be possible for them to produce in the public schools any degree of excellence desired.

Our board member replied, "Oh, but we teach school subjects in the cooperative private school that can not be taught in a public school."

The Superintendent explained that any subject requested by a majority of the patrons of a public school could be provided by the school. The only limitations upon the excellence of a public school are the limitations placed upon it by the desires of its patrons.

Since then the people of this area have gotten together and have created a community district composed of what was formerly six one-room schools. They are now using two of the one-room school buildings as their elementary school. The 1st, 2nd, and 3rd grades are using one building, and the 4th, 5th, and 6th grades are using the other. The building formerly used as the private cooperative school is their junior high school for the 7th and 8th grades.

Thus, have six rural one-room schools been rescued from the lower class Volksschule adopted for us by our educational leaders in the early part of the 19th century.

Macy Campbell, in his book "Rural Life at the Crossroads" has this to say about our Volksschule elementary education:

"Experience has shown that the most effective way to increase the buying power of the farmer is to adopt the same means which has increased the buying power of other industries."*** He points out that ignorance and individual selfishness interfere with the success of cooperation among farmers and goes on to say:

"There is only one weapon against ignorance and individual selfishness, and that is education. The citrus growers of California had the advantage of education. They are probably the best-educated group of producers from the soil to be found in America. The high average of education among them made it comparatively easy for them to comprehend and put into practice the business principles on which successful cooperative commodity marketing is based, and to develop effective leaders from among their own group. These better educated producers could be brought to understand and follow intelligently and persistently the sound economic principles around which effective commodity marketing is built."

"In early history of our national life we found it necessary to educate the common man to cooperate intelligently with his fellows in carrying out the civic purposes of the new republic. (Hence the Volksschule.) By this means he was able to preserve his political freedom. Today the evolution of life in America has definitely placed the tiller of the soil at the mercy of those who employ group marketing until he does the same for himself. Education must now prepare the farmer to cooperate intelligently with his fellows in making a success of group marketing. By this means he will be able to preserve his economic freedom."

"Unless an educated and organized farm group can restore economic opportunity to the land, the American farmer must go down to economic servitude and intellectual inferiority."

"Unless the farm group, living as it does in the midst of a modern, highly organized economic world, is sufficiently well educated to practice group marketing successfully, the economic life of the rural community must deteriorate more and more. The best brains will desert the land. A low standard of economic life and a low average of intelligence will accelerate the momentum of the other on the downward course."

"The farm people themselves, by the response they make to this challenge, will answer the question, 'Is there to be a farm peasantry in America?'"

Now let us return to Charles H. Judd.

"For a long time the disastrous consequences of imitating the Volksschule for the higher intellectual life of this country did not make themselves manifest. Children went to school so little, and the demands of institutional education in a society that was mostly agricultural were so slight, that the elementary school did not greatly impede the progress of the nation. In the years following 1880, however, with the rapid rise of machine industry, and with the growing demand in society for large numbers of people equipped with higher education, the defects of the elementary education of our country began to be recognized. In an address made before the N. E. A. in 1888, Chas. W. Eliot pointed out that the young people of this country were two years behind the young people of Europe in their intellectual attainments. The report prepared in 1892 by the Committee of Ten of the N. E. A., of which Pres. Eliot was chairman, recommended explicitly that the last two years of the elementary-school curriculum be changed so as to include some of the subjects taught in secondary schools.*** Not until someone invented the name Junior High School for the new unit did educators realize that a major reform was in progress."

"The usual resistance of traditional organization to change has manifested itself. Parents who went to elementary school until they completed eight grades are reluctant to see their children educated in instructions that do not conform to the pattern prevailing when their own minds and personalities were brought to what they naturally regard as a high level of perfection. Teachers familiar with the formulae which have long been used in educating

children in the last two years of the elementary school are disposed to shun the labor entailed in reorganizing and enriching the contents of instruction, and in developing new methods of teaching. School boards as corporate expressions of conservatism have extreme difficulty in understanding the junior high school."

How may we reorganize this 8-year Volksschule, a school not intended for a free people, but one intended to foster a feudal class social system? How unfortunate that our leaders, following the War of 1812, did not choose the "Gymnasium" as the pattern for the schools of our land of freedom and opportunity for all.

Dr. Judd points out that,--"The waste in money perpetuated in the elementary schools which we now support in unprogressive school systems is of insignificant consequence as compared with the waste in the time and energy of the children. The junior high school, when it is fully understood and intelligently adapted to the needs of the children and to civilization, will be recognized as one of the most important additions ever made to the educational system of the United States."

Those serving on our school boards are chosen for board membership because they are recognized as representative community citizens who will manage the schools to the best interests of the children of the community. The members of our boards are as eager to improve the quality of service which they themselves render as they are to increase the general excellence of the school. However, many of our boards are handicapped because their districts are not financially able to employ a trained professional administrator. This makes it necessary for these board members not only to formulate the educational policies of their district but also to take time from their private affairs to execute these policies themselves.

If it were possible for these boards to employ a professional leader, their districts would then have the services of one who, because of his specialized training and skill, could serve them as their executive officer and carry into execution the policies formulated by the board. He could also gather facts and information for their guidance in deciding on the policies of their district. To organize and administer an educational program embodying an effective training program for children, and at the same time to recognize the need for extending the resources and influence of the school to the community as a whole, is a challenge to the leadership abilities of a full time individual.

If all of our boards could employ an individual with a wholesome personality, sound character, the ability to attract and inspire others and merit their confidence and support, with professional vision enabling him to understand the relation of the school to society and the results which are to be sought in promoting the cause of education, the schools of our county would enter upon their golden age. Teamed with such leadership our boards would find such possibilities for developing a high type of educational program that our schools would become outstanding.

In our township and community high schools and their underlying common school districts we have set up for our use communities sufficiently large to provide administrative school units. In the principal or superintendent of each of these schools, and in the superintendents of the unit districts, we have professionally trained leaders. What could be more logical than for us to organize the underlying elementary school districts into a single elementary school district as has been done in the case of District 152, producing for it an assessed valuation of \$301,562.00 per teacher, which places it in third position in the county financially.

Let us take the territory underlying the St. Charles Community High School District and see if a similarly favorable result may be obtained. There are the following elementary school districts:

	Ass'd. Valuation		Ass'd. Valuation
Dist. U-5....\$	280,436	Dist. 86....\$	207,771
77....	218,815	87....	3,088,442
78....	204,256	88....	122,401
79....	338,085	U-6....	419,333
*80....	582,264	U-8....	236,349

*This dist. seems to be a part of the St. Charles Community.

Total - \$ 5,698,152

With a total assessed valuation of \$5,698,152 this new district will have \$162,804 of assessed valuation behind each teacher, and could then share with the St. Charles Community High School District the services of their superintendent as an administrative officer.

When the administration of a school depends upon lay school board members without the advice and assistance of a professional leader who, with the best of intentions for their school, must of necessity spend the major portion of their time and thought upon their private business, we can not but marvel at the amount of progress made thus far. A much larger portion of the time of our lay board members must, in these strenuous times, be spent on their private affairs. It therefore seems that the present is a time particularly favorable for a reorganization of this kind.

Such a reorganization would be primarily for administrative purposes, and would not necessarily mean that the use to which the school buildings are now being put or the attendance areas would be changed. The children could continue to go to their present schools. The children of District 88 are already attending St. Charles. It might be possible at some future time to offer the superior advantages of the instruction offered in the St. Charles Junior High School, at which time all elementary schools of the district could become specialists in kindergarten education and the work of the first six grades.

Such a reorganization as the one proposed above would produce the following districts for the county:

<u>Dundee Community District</u>			<u>Hampshire Community District</u>		
<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>		<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>	
U-1	\$ 181,541		21	\$ 58,160	
U-2	450,000*		22	80,485	
17	120,705		23	152,300	
U-18	125,065		24	81,750	
30	121,929		25	108,158	
31	166,140		26	616,112	
32	2,272,505		27	140,862	
33	177,974		28	67,020	
34	100,915		29	83,990	
35	103,075		39	126,402	
36	79,480		40	115,895	
37	102,489		41	113,119	
(Portion in Dundee Twp.)	45 24,705				
Other dists outside of county.....	350,000*				
<hr/>	<hr/>		<hr/>	<hr/>	
Total Val.of new district..\$	4,276,523		Total Val.of new district..\$	1,744,253	
Ass'd.Val. per present no. Elem. teachers in new district.....\$	112,514		Ass'd.Val. per present no. Elem. teachers in new district.....\$	116,284	

*These valuations are estimated. The exact figures have not as yet been rec'd. from Cook & McHenry Counties.

Burlington Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
--------------------------	---

42	\$ 94,765
53	86,270
54	317,977
55	138,468
56	112,025
57	82,060
58	88,150
69	146,420
70	114,865

Plato Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
--------------------------	---

38	\$ 206,908
50	265,320
51	338,819
52	88,574
60	145,101
61	150,601
65	162,802
67	104,370
68	94,710
75	73,440
43	138,386
44	160,347

Total Val.of
new district.\$ 1,181,000

Ass'd.Val. per
present no.
Elem. teachers
in new dist..\$ 118,100

Total Val.of
new district.\$ 1,929,378

Ass'd.Val. per
present no.
Elem. teachers
in new dist..\$ 128,625

Kaneville Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
--------------------------	---

(Pt. 121 in Kaneville Twp.)	\$ 60,773
109	494,590
110	169,600
107	149,391
93	143,845

Sugar Grove Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
--------------------------	---

119	\$ 174,959
118	162,320
126	406,406
127	316,287
135	188,941

Total Val.of
new dist.....\$ 1,018,199

Ass'd.Val. per
present no.
Elem. teachers
in new dist..\$ 145,457

Total Val.of
new dist.....\$ 1,248,913

Ass'd.Val. per
present no.
Elem. teachers
in new dist..\$ 312,228

Elgin Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
--------------------------	---

U-46	\$ 22,693,590
U-47	446,183
48	593,480
62	181,069
63	355,030
64	230,025
(Por- 45	38,680
tion in Elgin Twp.)	

Batavia Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
--------------------------	---

100	\$ 87,690
101	3,753,970
103	145,720
113	98,993

Total Val. of
new dist.....\$ 24,538,057

Ass'd. Val. per
present no.
Elem. teachers
in new dist..\$ 206,202

Total Val. of
new dist.....\$ 4,086,373

Ass'd. Val. per
present no.
Elem. teachers
in new dist..\$ 140,909

Maple Park Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
Those De-	\$ 363,404
Kalb County Districts in 151(H.S.)	
71	214,609
81	144,239
82	137,610
U-15	257,981
91	143,313
92	136,180
Total Val.of new dist.....\$	1,397,336(?)
Ass'd. Val. per present no.	
Elem. teachers in new dist..\$	139,733

Geneva Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
97	\$ 229,998
98	3,031,354
99	125,776
Total Val.of new dist.....\$	3,387,128
Ass'd. Val. per present no.	
Elem. teachers in new dist..\$	153,960

Elburn Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
84	\$ 115,615
74	376,595
90	111,814
83	125,415
94	103,937
95	644,449
104	167,515
105	156,630
Total Val.of new dist.....\$	1,801,970
Ass'd. Val. per present no.	
Elem. teachers in new dist..\$	150,164

Big Rock Community District

<u>Present District</u>	<u>Ass'd. Val. of Present District</u>
152	\$ 1,206,246
121	65,389
(Portion in Big Rock Twp.)	
Total Val.of new dist.....\$	1,271,635
Ass'd. Val. per present no.	
Elem. teachers in new dist..\$	317,909

East Aurora Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
U-9	\$ 150,144
115	200,832
130	190,967
131	18,095,762
Total Val. of new dist.....\$	18,637,705
Ass'd. Val. per present no.	
Elem. teachers in new dist.....\$	194,143

West Aurora Community District

<u>Present Districts</u>	<u>Ass'd. Val. of Present Districts</u>
129	\$ 11,039,501
132	759,995
141	246,408
155	942,515
156	438,025
Total Val. of new dist.....\$	13,426,444
Ass'd. Val. per present no.	
Elem. teachers in new dist.....\$	161,764

Summary of Assessed Valuations of Proposed Districts

<u>Proposed District</u>	<u>Total Assessed Valuations</u>	<u>Assessed Valuations per present number of Elementary Teachers</u>
Aurora Community (East).....	\$18,637,705	\$194,143
Aurora Community (West).....	13,426,444	161,764
Batavia Community.....	4,086,373	140,909
Big Rock Community.....	1,271,635	317,909
Burlington Community.....	1,181,000	118,100
Dundee Community.....	4,276,523	121,723
Elburn Community.....	1,801,970	150,164
Elgin Community.....	24,538,057	206,202
Geneva Community.....	3,387,128	153,960
Hampshire Community.....	1,744,253	116,284*
Kaneville Community.....	1,018,199	145,457
Maple Park Community.....	1,397,336	174,667
Plato Community.....	1,929,318	128,625
St. Charles Community.....	5,698,152	162,804
Sugar Grove Community.....	1,248,913	312,228

* Low assessed valuation per teacher is due to the small teaching load per teacher of 10.87 pupils in average daily attendance. This is the explanation for the other instances of low assessed valuations.

A survey of the school buildings indicates that we are in an over-built condition. This is fortunate for, in most cases, it will make possible the inauguration of the junior high school program immediately upon the formation of the new districts.

If a junior high school were located in the Hampshire School to serve the 7th and 8th grade girls and boys residing in the proposed new Hampshire Community District, the total enrollment would be 122. The average enrollment per room would be 30.5. Another room not now in use was formerly used by the high school prior to the construction of the high school. This could probably be rehabilitated at little expense for use by the junior high school.

The proposed new Burlington Community District would have a two-story building, the upper floor of which was formerly occupied by the Burlington High School. This space is at present unused.

The proposed Maple Park, Kaneville, and Plato Center Community Districts will all have buildings with a school room in each that is not being used. The Elburn Community has a school with six rooms, only four of which are now being used. At Sugar Grove it is possible that space could be provided in the community building if it were needed, and there are other communities that are over-built, as is the case at North Aurora. It therefore seems that the junior high school program could be started by almost all of the Kane County communities immediately. Seven have this type of school now. If this were found not to be practical, these community areas would still profit by the other advantageous features mentioned in the summary.

Your committee does not consider the larger districts sacrosanct. They are included in the reorganization.

Your committee is of the opinion that certain building situations in two or three of the urban communities warrant a survey. We did not go into this problem because of our limited resources, because we believe these communities to be conversant with the situation, and because we believe them to be making every effort possible to remedy the situation. Certain of our urban districts should consider ways and means whereby their junior high school program may be further developed.

Your committee earnestly recommends that the community school law be immediately amended to provide for the election of no more than two of the seven board members from the same square mile section. All of the community districts proposed will contain eighteen or more sections. An unwholesome situation will be created if it is possible for a majority of the members of a board to come from one section. We know of township high school districts three of whose five board members come from one section.

We recommend legislation making it possible to form new districts from two or more districts which will have the same maximum educational and building fund tax rates now possible for a unit district by means of referendums.

This is necessary in those cases when a district wishes to unite with a unit district in which the tax rate has been raised from the basic 1.375% rate by means of referendum. For example, District 132 and District 131 have both raised their tax rates above the basic rates. The present rate in the case of District 132 is \$1.70 and the non-high school rate of \$0.75, or a total of \$2.45. The present total rate for District 131 is \$2.38. If these two districts were to decide to hold a referendum on the proposition of uniting, a new district would be formed with the old basic rate of 1.375% per \$100 of assessed valuation. It would then be necessary for the new district to hold a number of referendums boosting its tax rate to a point that would give it an income sufficient to pay its expenses. This is a task that no district would willingly assume.

If this recommendation is acted upon, it will no longer be necessary to have a dual system of school districts.

There has never been a time when it was possible for all of our students to reach school. Lack of transportation has been a serious handicap to the enforcement of attendance. When an investigation is made in regard to the absence of a youth from school it is found, many times, that the absence is due to the absolute non-existence of any feasible means of transportation.

We have heard about the appalling economic slavery of the share croppers of other states. Have we heard of the equally pitiable economic status of some of the tenant farmers at our own doors? It frequently happens that this type of farmer has been forced to mortgage all of his personal property, his cows, his implements, and all that he owns, and because of the 20 or 30% interest rate that he must pay he frequently does not have a cent of income that can be called his own. It is in such circumstances that an investigation shows that even with a neighbor near by willing to transport this tenant farmer's high school child with his own to a high school, the tenant farmer is unable to advance the small weekly sum requested by his neighbor toward deferring the cost of transportation. His child is therefore denied an important part of the education presumed to be the birthright of every American girl and boy.

Due to their large area, situations of this nature develop most frequently in township and community high school districts. It is not unheard of, however, in elementary districts. Two primary children were reported as being absent from school before Christmas

of this year for whom no means of attending school in severe weather has been found. In good weather these two children, one seven, the other eight, have managed to walk the three miles to their school. Their common school district, as in the case of township and community high school districts, may provide transportation but is not required by law to provide transportation. Therefore these children, in spite of agitation for transportation on the part of people who reside in this part of the district, are out of school, and others similarly situated have their education seriously retarded.

Community consolidated districts are required to provide transportation. The law states that they "shall provide free transportation for pupils residing at a distance from any school maintained within such community consolidated school district." A non-high school board may provide transportation when authorized to do so by a referendum. Our non-high school board was so authorized at the regular election last April. The following letter is a sample of the comment received by our board in regard to transportation:

"Your letter came past week and we wish to thank you for sending it. The information it contained sure sounded good to us. Mr. _____ is a working man and with two in high school and having to put our family car on the road each day it kept us guessing to make ends meet. We are about five miles from _____ so puts ten miles on the car each school day of the year. Our car is six years old and we think and hope our tires will hold out yet this year. _____ will be a Senior and _____ a Sophomore in the _____ High School beginning Sept. 8th. We do thank you."

Hundreds of youths of high school age are being denied an opportunity for continuing their education beyond the eighth grade because transportation is not provided. Numbers of them are being denied this privilege in our own county. The education of some of our elementary children is being retarded because of the distance of their homes from school.

.....
Therefore, we recommend, that all districts be
given the legal duty of providing free transportation,
or at least the cost of transportation, for pupils
residing at a distance from any school maintained within
their boundaries.
.....

Summary of Recommendations

Ninety-three of the 104 districts that have elementary schools are not served by an administrator. Ninety-seven of these districts do not provide the advantages of a junior high school.

The remedy proposed for the above situation is:

(1) That our 104 school districts with elementary schools be organized into 15 community administrative units and,

(2) That they provide the enriched curriculum of junior high schools for our 7th and 8th grade girls and boys.

(3) The present attendance areas should be maintained in so far as it is practical.

We further recommend:

(4) Legislation that will make it impossible for more than two of the seven board members in these 15 new districts to reside in the same square mile section.

(5) That all school districts should carry a sufficient balance to enable them to conduct their affairs on a strictly cash basis.

(6) That the revenue section of the state constitution should be amended so that the legislature may designate those things to be taxed.

(7) That legislation should be enacted making possible the cooperative development of school facilities (particularly shop courses requiring much expensive equipment) by two or more districts.

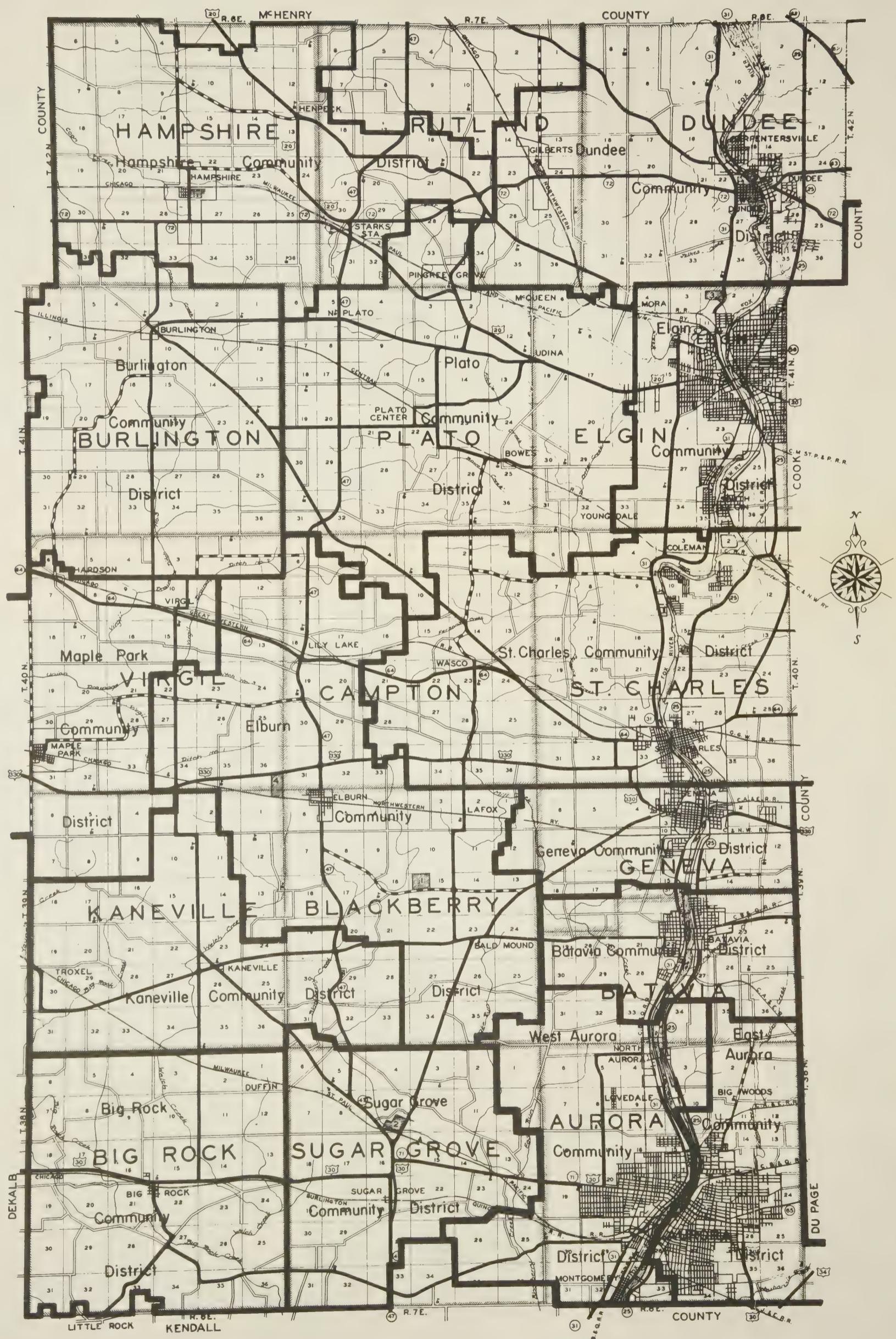
(8) That legislation should be provided making possible the formation of new districts having the same tax rate as the tax rate now possible for unit districts after holding referendums.

(9) That legislation should be enacted requiring all districts to provide transportation or the expense of transportation for those children residing at a distance from their school.

MAP

SHOWING
PROPOSED RE-ORGANIZATION
OF
KANE COUNTY SCHOOL DISTRICTS

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UNIVERSITY OF ILLINOIS-URBANA

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